

IMPERIAL REVENUE (COLLECTION AND EXPENDITURE).

RETURN to an Order of the Honourable The House of Commons,
dated 16 March 1894 ;—*for*,

COPY "of MEMORANDUM by the Treasury on the subject of (1) the Amounts contributed, so far as can be ascertained, by the Inhabitants of Great Britain and Ireland respectively to the Revenue collected by Imperial Officers at intervals since the Union of the British and Irish Exchequers ; (2) the Expenditures out of the Amounts so contributed upon Local Services in Great Britain and Ireland respectively ; (3) the Expenditures out of the Amounts so contributed on Imperial Services."

Treasury Chambers, }
21 August 1894. }

JOHN T. HIBBERT.

(*Mr. Joseph A. Pease.*)

Ordered, by The House of Commons, to be Printed,
21 August 1894.

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IMPERIAL REVENUE (COLLECTION AND EXPENDITURE), GREAT BRITAIN AND IRELAND.

COPY of MEMORANDUM by the Treasury on the subject of (1) the Amounts contributed, so far as can be ascertained, by the Inhabitants of Great Britain and Ireland respectively to the Revenue collected by Imperial Officers at intervals since the Union of the British and Irish Exchequers; (2) the Expenditures out of the Amounts so contributed upon Local Services in Great Britain and Ireland respectively; (3) the Expenditures out of the Amounts so contributed on Imperial Services.

GENERAL INTRODUCTION.

1. THE Order of the House of Commons, in pursuance of which this Memorandum has been prepared, is drawn nearly in the same terms as those under which have been prepared the Returns headed "Financial Relations (England, Scotland, and Ireland)," several of which have been published during the last few years.* In the present Order, however, no separation is attempted between England and Scotland, while the field of inquiry, instead of being confined to particular years,† is extended over the period of nearly 80 years which has elapsed since the Union of the British and Irish Exchequers on the 5th January 1817.

2. The object of this Memorandum, as ordered by the House, is to provide materials for discussing the relations of Great Britain and Ireland to each other in the matter of national finance since the date when their public revenues were constituted a single fund, out of which were met both the common expenditure of the two and the separate expenditure of each. From this point of view the two islands must be regarded as a co-partnership, possessing a single banking account, drafts on which are applicable to the individual expenditure of the two partners as well as to the requirements of the partnership. Under the Order no question arises as to the character of the several taxes from which the revenue is derived, nor as to the incidence of the taxation upon individuals or classes within the two communities. Nor, on the other hand, do any considerations arise as to the purpose or utility of any part of the expenditure; the Treasury is only required to class that expenditure as joint or separate. It has seemed convenient, and consonant with the intentions of the Order, to approach the question primarily from the Irish side.

3. The "Financial Relations" Returns referred to above cover the period from 1889 to the present date. The tables prepared for the present Memorandum have, for the most part, been taken at 10 years intervals back from 1889-90, viz.:—

| | | |
|--------------------|-------------|--------------|
| For the year ended | 31st March | 1880. |
| " | " | 31st " 1870. |
| " | " | 31st " 1860. |
| For the year ended | 5th January | 1850. |
| " | " | 5th " 1840. |
| " | " | 5th " 1830. |
| " | " | 5th " 1820. |

The

* House of Commons, No. 320, Session 1891; Nos. 93, 303, and 334 of Session 1893; Nos. 118 and 314 of Session 1894.

† The most correct results obtained for the years 1889-90 and 1890-91 will be found in No. 93 of 1893, those for 1891-92 in No. 305, for 1892-93 in No. 334 of 1893, and for 1893-94 in No. 314 of 1894.

The figures of 1889-90 have been taken from Paper No. 93 of 1893. Figures for quinquennial intervals might, perhaps, have given a more complete view of the subject; but the preparation of such additional figures would have involved a great deal of labour and consideration, and, consequently, would have consumed more time than was consistent with early production of the results. In the cases, however, of tea and tobacco it has been possible to refer to quinquennial statistics.

4. The principles and methods upon which the results contained in the "Financial Relations" Returns were obtained are explained in Paper No. 329 of 1891, and in the Memorandum prefixed to Paper No. 93 of 1893. It is only necessary here to observe that what is called in those papers "Revenue as contributed," is referred to in the present paper as "true revenue." This term is used in order to avoid the ambiguous use of the word "contribution," which here is adopted solely to mean the surplus available for Imperial expenditure after local charges have been met. These principles and methods have been adhered to in the present Memorandum so far as possible; but, speaking generally, in the figures of past years the lapse of time and the imperfection of the record render it most difficult to arrive with confidence at even approximate results. The nature of such difficulties, and the extent to which they affect the probable accuracy of conclusions, will be shown in subsequent portions of this Memorandum. At present it need only be said that, at least under the head of expenditure, the field of error appears on investigation to be narrower than might have been anticipated. The labour of analysis, and the risk of error, would both have been greatly increased if it had been desired to treat England and Scotland separately, as was done in the returns for later years; in fact, owing to the absence of published figures for Scotland apart from England, the work would have been almost impossible.

5. The figures submitted in response to the third head of the Order of the House supply an estimate of the surplus available for Imperial services out of the amounts contributed by the inhabitants of Great Britain and Ireland respectively. In other words they may be taken as the amounts contributed by the two partners towards the joint expenses of the co-partnership, Great Britain and Ireland being regarded for this purpose as separate entities.

6. It will be observed that no reference is made in what follows to the subject of loans from public funds for local objects. The terms of the Order do not in their natural sense refer to loans; and, apart from that, the subject could only be dealt with by a separate discussion involving not only the consideration of the amount of benefit derived by localities from public loans, but also a calculation of the financial results of an actual system of loans to the lending fund. Where, however, an advance was made originally as a loan, but was subsequently turned into a final grant, these considerations do not apply, and the advance may be treated statistically as final expenditure to be included in the budget of the year. In the year 1879-80, under a system which existed from 1875 to 1887, the Exchequer Accounts of Revenue and Expenditure contain on the one side interest received from public loans, and on the other hand charges in respect of money borrowed for such loans. These items have, on the principles laid down in this and the next paragraph, been altogether excluded from the figures in the present Memorandum.

7. In concluding this branch of the subject it may be remarked that, in the tables which follow, uniformity has been regarded as an important object in dealing with the comparative figures of different years. The great changes in the methods of presenting the Public Accounts have rendered this object difficult of attainment, and, further, have involved, especially in the earlier years, considerable departures from the published figures. Such discrepancies, however, are inevitable, and admit of ready explanation; and in the result it has been found possible to produce a fairly coherent series of figures for the purpose of complying with the Order of the House.

MATERIALS.

8. The principal source of information for the purposes of the present inquiry is, of course, the series of "Finance Accounts of the United Kingdom," which cover the whole period. Those accounts have undergone many changes of form in the course of their history, three of which may be specially referred to here, in retrograde chronological order.

(a.) In 1869-70 for the last time the "Gross Public Revenue" of Great Britain and that of Ireland were separately shown. The figures so given were merely the revenue as collected in the two islands, which may differ materially from that contributed by their respective inhabitants, the "true revenue"; and it was because of this fact, which was considered to render the accounts as they stood misleading, that the Public Accounts Committee of 1871 recommended in their Fifth Report* that, among other changes, the separate statements for the two islands should be discontinued. This recommendation was carried into effect in the accounts for 1870-71 and subsequent years; but the separate statements, with all their defects, have been of the greatest service in the present inquiry, which indeed would have been almost impracticable in the absence of them. No such series of separate accounts has been kept for Scotland.

(b.) In 1854 the date of the close of the financial year was altered from 5th January to 31st March under the authority of the Act 17 & 18, Vict. c. 94. Hence it is that in the present Memorandum there is a corresponding change between 1849 and 1859.

(c.) Down to 1825 inclusive, the Trade Statistics, which then and for many years later formed part of the "Finance Accounts," gave in a distinguishable form the cross-channel trade between Great Britain and Ireland, with values for the principal articles. Thus, for the first year (1819) discussed in this Memorandum, independent evidence exists as to the course of trade in dutiable goods between the two islands.

9. Between 1869-70 and 1889-90, the year for which the "Financial Relations" Returns, already referred to, begin, several returns were made on the motion of the late Mr. MacLaren and others, showing the amounts of sundry branches of revenue collected in Great Britain and Ireland respectively.† In these returns the heads of receipt are arranged in what now appears a somewhat capricious manner, while some items are omitted altogether; and another feature in them requiring mention is that, while the bulk of the figures refer to collection, in the case of British Spirits alone an attempt is made to show the *true revenue* by the use of the special but somewhat doubtful statistics described in paragraph 16, of the movements of duty-paid spirits between the three kingdoms. These Returns, however, afford some information for the interval between 1869-70 and 1889-90.

10. The reports of the Committee on the Taxation of Ireland,‡ 1864 and 1865, include in the attached evidence and Appendices some remarks and statistics bearing on the subject now under consideration. But the attention of that Committee was mainly occupied with the Treaty of Union and the financial arrangements of the years 1801-1816; and in their proceedings but little consideration was given to the relations between special British or Irish expenditure on the one hand, and British and Irish revenue on the other. Reference may, however, be made in the volume of 1864 to p. 61 of the evidence (Dillon), and to Appendix, pp. 325, 328, 329 (Fisher), pp. 332 and following (Dwyer), and pp. 413, 414 (Chisholm); in the volume of 1865 to pp. xi, xli, xxv (Report), and pp. 168, 169, 196-199 (Chisholm).

11. The great Return of Revenue and Expenditure, 1688-1865, prepared by Mr. H. W. Chisholm, contains some figures bearing on the separate revenue of Ireland during the period, at pp. 153 foll. of Part. II. (House of Commons, 366-f. of 1869).

12. The

* House of Commons, No. 811 of 1871; pp. 2, 4, 6; Questions 2383, 2420, 2464.

† That for 1879-80 in House of Commons, No. 88 of 1882.

‡ House of Commons Papers, No. 513 of 1864, and No. 330 of 1865.

12. The three historical reports of the Board of Inland Revenue, published in 1857,* 1876† (Part II.), and 1885‡, give a considerable amount of information as to the collection of Excise, Stamps, and Taxes, under their several heads in the three kingdoms separately. These statistics are specially valuable for present purposes in the case of Income Tax (since its extension to Ireland in 1854) and of British spirits. As regards the last-named article special accounts have been kept since 1858 of the movements of duty-paid spirits between England, Scotland, and Ireland, by a method described in the Board's published Report of 6th June 1893.† The results have been published in the Board's Annual Reports, and, four times a year, in the Trade and Navigation Returns. Tables for a series of years will be found at p. 8 of the Report of 1870, Part II., and at p. 147 of the Report of 1885. The Report of 6th June 1893 also refers to certain defects in these results.

13. Besides these general sources of information, special reference has been made to Reports and Returns of the Commissioners of Woods for the Crown Revenue in Ireland (not distinguished in the Finance Accounts), and much information and advice has been supplied by the two Revenue Boards bearing on different points in connection with the relation between revenue as collected on the one hand and true revenue on the other.

REVENUE.

14. The first step towards forming an estimate of the true amounts paid, by the inhabitants of Great Britain and Ireland respectively, towards the revenue collected by imperial officers, is to obtain the figures of revenue as collected in the two islands. This has been done with approximate accuracy, and the results for Ireland, with percentages of Irish collections to those of the United Kingdom, are given in Table A. of Part I. of the Appendix to this memorandum. Table B. gives the figures under the main heads of receipt, while Table C. supplies the principal details in consecutive form. The following general observations should be made in connection with those tables.

(a.) The figures under the different heads represent net receipts, *i.e.*, the gross revenue collected in the year, less drawbacks, discounts, and other repayments which are merely repayments of revenue. In 1849 and earlier years, the cost of collection, which since 1854 has been voted by Parliament like other branches of expenditure, was generally treated as a deduction from the receipt under the corresponding head of revenue, and various other charges, which now fall upon the Consolidated Fund or upon annual votes of Parliament, were paid out of one head or another of the gross revenue in its progress to the Exchequer. In the table, all such items have been excluded from the deductions from gross revenue; they will be found under appropriate heads in the table of expenditure. This arrangement facilitates comparison between the different years comprised in the table; its effect is, of course, to increase both sides of the account.

(b.) For a similar reason the receipts from fee stamps have been transferred in 1879-80 and former years from the head of Stamp Revenue to that of Miscellaneous Revenue, under which they have been more properly classified in recent years.

(c.) As regards the figures of Miscellaneous Revenue, it should be observed that in the earlier years a considerable sum yielded by such receipts was applied in reduction of voted expenditure; that, subsequently, up to 1879-80 inclusive (of the years now under consideration), the tendency was towards paying such receipts into the exchequer and providing the corresponding expenditure in gross, thereby swelling both the revenue and the expenditure; and that in 1889-90 and subsequent years the tendency has been in the opposite direction. It would have taken too much time and labour to adjust these figures throughout on a uniform principle, and the attempt has consequently not been made.

15. The figures in Tables A., B., C., are not without value and interest, taken even as they stand. But it is matter of common knowledge that they do not represent

* C.—2199. † C.—82 L. ‡ C.—4474.
§ House of Commons, No. 244 of 1893.

represent the true incidence of taxation on the inhabitants of the two islands. Two examples, taken from indirect and direct taxation respectively, will suffice to illustrate this point. When an Englishman buys Irish whiskey he pays, in the price of his purchase, spirit duty which probably has been already collected in Ireland. When an Irishman invests his savings in an English railway company's stock, the income tax on that portion of his property is collected in Great Britain. The relation between the true and the apparent share of each kingdom in the national revenue has been fully discussed in recent years in connection with the "Financial Relations" Returns, already referred to; and on the result of such discussions the figures on page 4 of Return No. 93 of 1893 may be assumed to represent the probable true produce of the revenue in England, Scotland, and Ireland in 1889-90, subject to one source of error which will be explained in the next paragraph, and to any better results which further inquiry may supply.

| | |
|--|--------------|
| It appears that while the apparent revenue derived | £. |
| from Ireland in 1889-90 was | 9,005,932 |
| The true amount, according to the assumptions in the | |
| Return, may be taken as | 7,863,660 |
| <hr/> | |
| Showing the material reduction of | £. 1,142,272 |

Turning to the beginning of the period, the figures of collection in Table A. for the year 1819 may be accepted as approximating to the true yield of revenue derived from Ireland in that year. At that time, Great Britain and Ireland were for commercial and customs purposes treated as separate countries. When duty-paid foreign or colonial goods were transferred from one country to the other, the duty had to be paid in the second country as upon a direct importation from abroad, the duty collected in the first being subsequently "drawn back," i.e., repaid; it may therefore be assumed that all the dutiable goods upon which duty was collected in either island were consumed therein, and there can have been at that time no other source of error worthy of consideration, except, perhaps, the incalculable one of smuggling.* Thus materials exist for an approximate estimate of the true revenue yielded by Ireland in the first and the last years covered by this memorandum; and it remains to consider what estimate can be found in regard to the intermediate years.

16. There is one correction to the "collection" figures, materials for which are available throughout the period, and that is the one, arising from British spirits. As explained in paragraph 12 of this memorandum, special statistics have been kept of the movement of duty-paid spirits between the three kingdoms since 1858, and trustworthy statistics are also available for earlier periods, during which the duty on spirits was lower in Ireland than in England. The conclusions drawn from these statistics were, until 1893, regarded by the Revenue Authorities as very approximately correct; but in that year a source of error was detected (explained in Paper No. 248, of 1893, already referred to), which indicated that the true revenue of Ireland was overstated in former figures, by an amount considerable in recent years (it was about 330,000*l.* in 1891-92). Before the final assimilation of the duties in 1859 there was but little field for this source of error. In 1819, as explained in the foregoing paragraph, the correction was nil, and in subsequent years the amounts to be deducted from the revenue collected in Ireland under the head of British spirits, and to be added to that in Great Britain, appear from the records of the Inland Revenue Authorities to be as follows:—

| | £. |
|---------------------------------|-----------|
| 1829, to 5th January 1830 | 175,421 |
| 1839, to 5th January 1840 | 140,207 |
| 1849, to 5th January 1850 | 120,988 |
| 1 April 1859 to 31st March 1860 | 303,769 |
| " 1869 " 1870 | 503,998 |
| " 1879 " 1880 | 915,816 |
| " 1889 " 1890 | 1,386,759 |

The

* As to special evasion of duty in Ireland, reference may be made to the Reports of the Committee of Inquiry into the Revenues arising in Ireland, Paper No. 503 of 1892, pp. 10-12; Paper No. 606 of 1892, pp. 7-8; Paper No. 405 of 1893, pp. 3, 5-6.

RETURN RELATING TO

The rapid increase shown by these figures in the export of duty-paid spirits from Ireland to Great Britain since the assimilation of the duties is very noticeable, but is consonant with the general experience of the officers of Excise. As already stated, this increase would have appeared even greater, had the figures been more nearly correct.

17. If the correction given in the preceding paragraph be applied to the figures in Table A., the result is as shown in Table D., which may be described as the second approximation towards the true revenue yielded by Ireland. Beyond this point no statistics are available which bear directly on the problem under consideration; and it is therefore necessary, if any further progress is to be made, to proceed by means of assumptions. Such assumptions must mainly refer (a) to the course of trade between the two countries in duty-paid dutiable articles; (b) to changes in the habits of the two populations as regards the consumption of such articles.

18. The conditions under which the trades in the various kinds of dutiable goods are carried on differ so obviously and so widely as to make it impossible to attempt any general conclusions as to the course of such trades taken collectively. The histories of the tea trade and of the beer trade, for instance, can have but little in common. In order, therefore, to form any idea of the further corrections to be applied to Table D., it is necessary to consider separately the cases of the principal dutiable articles, taking them in the order in which they appear in the published accounts.

19. CUSTOMS.

The Customs duties in Great Britain and Ireland were finally made identical in 1824 (4 Geo. IV., c. 72), but do not appear to have differed materially in 1819. As already explained (paras. 8 (c.) and 15), the two islands formed separate statistical areas for Customs purposes down to 1825.

(1.) *Foreign Spirits*.—On the average of the three calendar years 1890 to 1893, for which exact statistics are available, it appears that the quantity of foreign spirits on which duty was collected in Ireland differed by little more than $\frac{1}{2}$ per cent. from the amount consumed therein. Passing to the beginning of the period under discussion, it appears from the Trade Returns of 1820-1825 that the trade in foreign spirits between the two Islands was small, and on balance insignificant. It seems, therefore, safe to assume that, since at both the beginning and the end of the period the revenue as collected in Great Britain and Ireland respectively represented approximately the true revenue from foreign spirits, the same held good during the intermediate period. No correction, therefore, under this head need be made to the figures in Table D. for 1829 to 1879.

(2.) *Tea*.—It is well known that the import trade in this article has always been concentrated to a remarkable degree in the Port of London. In 1860, 94 per cent. of the imports of tea into the United Kingdom were entered at London, and in no year since 1868 has the proportion been less than 99 per cent. In 1820 to 1825 the published trade statistics of Ireland contain no separate entry for tea imported elsewhere than from Great Britain, and it may be taken as certain that such direct imports were practically non-existent. This was to be expected from the peculiar position which the tea trade occupied in the hands of the East India Company. Thus it may be assumed that throughout the period under consideration Ireland obtained practically the whole of her tea supplies from Great Britain; and the only open question is whether those supplies came over under bond or after payment of duty in Great Britain. In the first year of those included in the Table, 1819, no movement was allowed between the two Islands, except on payment of duty in the place of destination, and the quantity paying duty in Ireland may, therefore, be taken as the same as that consumed therein. In that year the duty collected per head of population was *1s. 3³⁶d.* in Ireland as compared with *4s. 7⁴⁴d.* per head in Great Britain, that is to say, the percentage ratio per head was 28 per cent. in Ireland, compared with 100 in Great Britain. Since that date the duties have been the same in the two countries, though several times altered for the United Kingdom; so that the problem to be solved may be described as the determination of the ratio

ratio of consumption per head in Ireland to that in Great Britain, such ratio being most conveniently stated in the form of a percentage. The "Financial Relations" Returns for 1889-90, give the true revenue per head of population as 2s. 8-16d. in Ireland and 2s. 4-08d. per head in Great Britain, that is to say, the percentage ratio per head was 114 in Ireland, compared with 100 in Great Britain.* According to these figures the proportion of tea drunk by the average Irishman as compared with the average inhabitant of Great Britain quadrupled in the course of the period of 70 years now under consideration. The next question which arises is, by what steps has this great increase, if and so far as it may be correct, been attained; and to this no precise answer can be given. If, however, the increase be assumed to have accrued at a uniform rate throughout the period, and the total tea revenue of the United Kingdom be redistributed on this assumption between Great Britain and Ireland, the results will be as shown in Table E.

It might be suggested that the statistics of collection would indicate the general course of the increase in consumption, but this does not seem to be the case. The percentages of collection per head in Ireland compared with Great Britain at quinquennial periods are shown in Table F. The increased collection between 1839 and 1869 shown in that table may or may not be attributable to the removal after the Famine of a large number of the poorest inhabitants of Ireland; but the drop between 1875 and 1879 can hardly be explained, except by an increase in the duty-paid consignments of tea from Great Britain to Ireland. Table E therefore represents the best suggestion which can be offered under this head, subject to the remark that the figures for 1829 and 1839 are probably somewhat too high, and that for 1859-60 somewhat too low.

(3.) *Tobacco.*—In this case, as in that of tea, the amount collected in Ireland in 1819 may be taken as the true Irish Revenue from this source in that year. The duty collected per head of population in Ireland in that year was 1s. 9-6d., and that in Great Britain 3s. 2-16d., that is to say, the percentage ratio per head was about 57 per cent. in Ireland, compared with 100 in Great Britain. For 1889-90 the figures in the "Financial Relations" Returns estimate the true Tobacco Revenue per head in Ireland at 5s. 3-24d. and that for Great Britain at 4s. 8-76d., the percentage ratio per head being about 112 per cent. in Ireland, compared with 100 in Great Britain. According to these figures the proportion of tobacco consumed by the average Irishman, as compared with the average inhabitant of Great Britain, almost doubled in the 70 years. The percentages of collection figures at quinquennial periods are shown in Table G.

Table G exhibits a continuous growth from 1819 to 1870 in the collection per head in Ireland as compared with Great Britain, with only a small set-back in 1849, perhaps not unconnected with the then recent Famine. The yields per head became equal in 1869-70: this was followed by an appreciable drop in the Irish proportion of 1874, which was made good again by 1885-6, since which year the collection in Ireland per head has exceeded that in Great Britain. The apparent fluctuations since 1870 are explained from information supplied by the Inland Revenue as due to (1) a loss of both home and export trade by Irish manufacturers which is known to have occurred about twenty years ago; (2) a growth during more recent years in the production of the finer kinds of tobacco in Ireland, without any reduction in the manufacture of "roll" and other coarser descriptions. The figures of 1829 in both islands are so like those of 1819 as to indicate that there was at that period little or no trade on balance between the two islands in duty-paid tobacco. There appears to be no basis on which any correction could be applied to the figures of the years 1839 to 1859-60; it is, however, considered probable by the Revenue authorities that in 1869-70 there was a net excess export of duty-paid tobacco from Ireland, and that this state of things has continued since then. The "Financial Relations" figure of true Irish tobacco Revenue for 1889-90 appears, in the light of statistics recently procured for a more recent period, to be probably too high; but at the present stage of matters no other definite figure can be suggested. Accordingly the figures of 1869-70 have

* For figures and note as to population, see Appendix, Part IV.

have been hypothetically adjusted so as to make the relative growth of consumption in Ireland proceed at a uniform rate from 1859-60 to 1889-90; with the result that 170,333*l.* falls to be deducted from the collection figure of 1869-70, and 126,209*l.* to be added to that of 1879-80.

(4.) *Wine*.—It is difficult to arrive at any conclusion as to the correction to be applied to the "collection" figures in respect of this item. Table H shows remarkable variations in the proportion borne at various times by the Irish collection to the total for the United Kingdom. The collection figures of 1819 may, as previously explained, be taken to represent the true revenue of that year. A comparison of these figures with the statistics of population (Appendix, Part IV.) shows that the consumption per head in Ireland in 1819 (measured by the Customs duty paid) bore the percentage ratio of about 62½ to the consumption per head throughout the United Kingdom, taken at 100; and, curiously enough, the corrected figures of 1889-90 work out to almost exactly the same proportion for that year. These facts suggest the assumption that for the period intervening between 1819 and 1889 the true wine revenue of Ireland should be taken, in round figures, at about 62½ per cent. of the amount proportionate to the population of Ireland compared with that of the United Kingdom. The figures in the last two columns of Table H have been prepared on this hypothesis.

(5.) *Sugar*.—This item was so long an important one in the tariff that it seems to require separate treatment. In 1819 the Irish Revenue derived from it was about 12 per cent. of the whole; in 1829 the collection in Ireland was about 9 per cent., with an unaltered population-ratio. The imports of sugar into Ireland were practically stationary between 1819 and 1826; about half came through Great Britain and the rest direct. As the relative conditions of the two islands remained substantially the same during this period, there seems no reason to suppose that the Irish consumption of sugar decreased in the proportion of 12 to 9; and if the consumption remained the same it follows that in 1829 about a quarter of the sugar consumed in Ireland was imported duty-paid from Great Britain. In 1819 the consumption per head in Ireland was about one-third of what it was in Great Britain, and the assumption is that the same proportion applied in 1829. It may perhaps be assumed that this proportion was unaltered in 1839, but that it was materially affected by the great rise in the average standard of living which followed the Famine; this follows somewhat the line suggested by the figures of tobacco. If the proportion be taken as one-half in 1849, two-thirds in 1859-60, and three-quarters in 1869-70, the results will be as shown in Table I. Here, again, the assumptions are of necessity arbitrary, and are only offered for what they are worth, in order to arrive at some figures for discussion. In any case the collection-figures are remarkable as showing the growth of the trade practice of sending sugar duty-paid from Great Britain to Ireland instead of direct importations or transshipment under bond. The duty was finally repealed in 1874.

(6.) *Other Customs Duties*.—There seems no means of distributing these with any confidence in the period between 1819 and 1889, so as to arrive at an estimate of the true Irish Revenue. The figures of 1819 show that the population-ratio cannot safely be adopted throughout, as in that year the Irish population, numbering about 32 per cent. of that of the United Kingdom, paid only about 11 per cent. of such Customs duties as are not separately distinguished in this memorandum. In 1829, when the population percentage was much the same as in 1819, the revenue collected in Ireland was only 4 per cent. of the whole. If the habits of the population of both islands remained unaltered during the decade, a sum of about 494,000*l.* should be added to the collection-figure of 1829, to obtain the true Irish Revenue, being 7 per cent. of the total receipt of 7,055,255*l.* The amount transferred from Great Britain to Ireland in the "Financial Relations" Return for 1889-90 is 90,319*l.*, or 9½ per cent. upon the total of 941,585*l.*, which represents the unclassified items; the amount to be transferred may perhaps be taken at 7 per cent. in 1839, 7½ per cent. in 1849, 8 per cent. in 1859-60, 8½ per cent. in 1869-70, and 9 per cent. in 1879-80. Table K gives the corrections to be made on this very arbitrary hypothesis.

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IMPERIAL REVENUE (COLLECTION AND EXPENDITURE). ii

The great changes in the composition of this item took place between 1839 and 1849, in which period the revenue from these sources was reduced by 3,300,769*l.*, and between 1860 and 1869, when the reduction was 2,087,946*l.* The two principal unclassified items, since repealed, yielded the following amounts in 1839 and in 1859-60 respectively.

| | Great Britain (as collected). | | Ireland (as collected). | | United Kingdom. | |
|--------------|----------------------------------|-----------|----------------------------|-----------|-----------------|-----------|
| 1839: | £. | per cent. | £. | per cent. | £. | per cent. |
| Corn - - - | 1,088,186 | 98·74 | 15,620 | 1·26 | 1,098,779 | 100·00 |
| Timber - - - | 1,526,321 | 95·11 | 76,973 | 4·70 | 1,603,194 | 100·00 |
| 1859-60: | | | | | | |
| Corn - - - | 404,708 | 81·06 | 94,562 | 18·94 | 499,268 | 100·00 |
| Timber - - - | 592,882 | 95·46 | 28,169 | 4·54 | 621,051 | 100·00 |

(Finance Accounts, 1840, pp. 25, 26, 34, 35; *ibid.*, 1860, pp. 21, 23.)

The variations in the proportions of both these articles between Great Britain and Ireland in the two years are curious, and perhaps may represent, more or less truly, the relative changes in the actual requirements of the two countries.

20.—EXCISE.

(1.) *British Spirits*.—This branch of the revenue has already been dealt with in paragraph 16. It has been matter of consideration whether an arbitrary correction should be here applied to the results of that paragraph in respect of the error explained in Paper No. 248 of 1893; but upon the whole it has appeared advisable to make no such attempt at present.

(2.) *Beer* (including the former equivalents of the present Beer Duty*).—Owing to the form in which the duty is assessed and collected, beer cannot practically be exported under bond; and as no "permits" are required for its removal from place to place, as is the case with spirits, no official statistics exist bearing on the question of the true Irish Revenue from this source. It is, however, well known that at present the Irish exports of beer largely exceed the imports, and information has been supplied from various sources sufficient to enable the Excise authorities to form an estimate for recent years of the net amount of duty collected in Ireland, but really paid by consumers in Great Britain. This item amounted in 1869-70, in round figures, to 140,000*l.* on a total for the United Kingdom of 9,400,000*l.*, and, in 1892-93, to 187,000*l.* on 9,800,000*l.*

Such information as has been procurable indicates that while the exports of beer from Ireland to Great Britain have increased considerably in the last 12 years, the imports from Great Britain to Ireland have been stationary. Thus, it is probable that the correction to the figures of 1879-80 should be at a considerably lower proportion than that for 1889-90, and so would perhaps not exceed 50,000*l.* on a total of 7,360,000*l.* Turning to the beginning of the period under consideration, it appears that in 1829 the Irish collection formed rather a higher percentage (7·2) of that of the United Kingdom than that of 1819 (6·4), the population ratios being about the same, but the rates of duty, which in 1819 were considerably higher in Great Britain than in Ireland, were, in 1829, uniform throughout the United Kingdom.† It is, therefore, desirable to compare the percentages of quantities, and as these are nearly the same (6·4 and 6·9) at the two periods (Inland Revenue Report, 1870, Part II., pages 16 & 17), it may be inferred that there was, in 1829, no important trade in beer (on the balance) between Great Britain and Ireland. In the years between 1829 and 1859 the figures of collection fluctuate in a rather puzzling manner, and do not suggest any definite conclusions as to the course of trade. In 1859 the Irish beer

* Except that Brewers' Licences are classed among Licences.

† They were finally assimilated in 1827.

beer revenue was appreciably higher per head than in 1819, as compared with the figures for the United Kingdom, which fact may be accounted for by the improvement in the general condition of the population, and by a change of popular taste in favour of beer-drinking, without reference to any net export to Great Britain. Since 1859 there has been a considerable actual and relative increase in the Irish beer collection, probably due to a growth in the national taste for beer as well as to an increase in the export of that article. In order that the latter factor may not be neglected, it is proposed to deduct 50,000*l.* from the collection figures of 1879-80, and 25,000*l.* from those of 1869-70; these figures, of course, being purely conjectural.

(4.) *Licences*.—In this case the area of incidence clearly corresponds with the country of collection, and no correction, therefore, need be made to the collection figures.

(5.) *Other items of Excise*.—In recent years the Railway Duty is the only important item under this head, and that has never been applied to Ireland; therefore for 1869-70, and 1879-80, as well as for 1889-90, the true Irish Revenue may be taken to correspond with the figures of collection. But in earlier years the unclassified amounts are much larger, and therefore require special consideration. The years 1819 to 1859-60 contain, under the head of Great Britain, sundry Excise duties not applicable to Ireland. The principal of these are as follows:—

| | | |
|---------|----------|-------|
| Salt, | repealed | 1825. |
| Beer, | " | 1830. |
| Candles | " | 1832. |
| Bricks | " | 1850. |
| Soap, | " | 1853. |
| Hops, | " | 1863. |

The incidence of such duties may safely be assumed to have lain solely on the part of the United Kingdom to which they were confined, and no correction, therefore, is necessary in respect of them. In support of this treatment it may be mentioned that in all these cases a drawback was allowed on articles sent from Great Britain to Ireland, except hops, the trade in which enjoyed the equivalent advantage of being exempted from duty when sent from Great Britain to Ireland.

21. STAMPS.

(1.) *Probates, Legacies, and Successions* (Death Duties).—In the "Financial Relations" papers the "collection" figures under this head are taken to represent the true revenue; and there seems no reason for departing from this method of treatment for the earlier years.

(2.) *General Stamps*.—In the "Financial Relations" papers an adjustment was made in view of what is believed to be the fact that more transactions by Irishmen in realised personal property pay duty in Great Britain than *vice versa*; see pages 11 to 13 of the Return of 1891, and page 2 of Return No. 93 of 1893. This net adjustment is valued in those Returns at 2 per cent. of that part of of "General Stamp" Receipts estimated to arise from transactions in realised personal property; and that part is taken as one-fourth of the whole yield. There seems no better course than to take the same proportions for the whole of the period now under consideration. Upon this assumption the following amounts fall to be added to the stamp duties collected in Ireland.

| | | | | £. | | £. |
|---------|--|---|---|----|-----------|---------|
| 1819 | $\frac{1}{10}$ ths of $\frac{1}{4}$ of | - | - | - | 5,311,384 | = 2,555 |
| 1820 | " " | - | - | - | 5,216,757 | = 2,608 |
| 1839 | " " | - | - | - | 5,170,037 | = 2,585 |
| 1849 | " " | - | - | - | 4,596,561 | = 2,298 |
| 1859-60 | " " | - | - | - | 4,492,500 | = 2,246 |
| 1869-70 | " " | - | - | - | 4,044,027 | = 2,022 |
| 1879-80 | " " | - | - | - | 4,396,325 | = 2,198 |
| 1889-90 | " " | - | - | - | 6,196,217 | = 3,099 |

It will be seen that the amount of this correction is not important.

22. TAXES.

Under this head the only item which requires consideration is the Income Tax; the Land Tax, House Duty, and Assessed Taxes have never been extended to Ireland (except a small amount of Assessed Taxes in 1819), and their incidence is therefore obviously confined to Great Britain. The small residue of Pitt's Income Tax collected in Great Britain in 1819 (143,327*l*) need not be considered; and therefore there is no occasion for any correction until 1849, when Sir Robert Peel's Income Tax, then confined to Great Britain, yielded 5,564,833*l*. The method adopted in 1891 for dealing with the Income Tax figures is explained on pp. 12 and 13 of the "Financial Relations" Return of that year (No. 321), and a small correction of that method made in 1893 is described on p. 2 of Return No. 93 of that year. The corrected method consists in applying the assumption that a net 2 per cent. of the yield of Schedules C and D (Interest and Dividends), and of that of one-fifth of Schedule D (Trades and Professions), should be subtracted from the amount collected in Great Britain and added to that collected in Ireland in respect of the excess of Income Tax collected in Great Britain on property owned by Irishmen over Income Tax collected in Ireland on property owned by inhabitants of Great Britain. This net 2 per cent. was arrived at from figures indicating that about 5 per cent. was the amount of tax on Irishmen's property assessed in Great Britain, and about 3 per cent. the amount of tax on property assessed in Ireland but belonging to inhabitants of Great Britain. On this basis the additions to be made to the Income Tax as collected in Ireland, to obtain the true revenue raised from Irishmen, would be as follows:—*

| | £. |
|----------------------------------|-----------|
| 1849 to 5 January 1850 - - - - - | say 5,700 |
| 1859-60 - - - - - | 3,791 |
| 1869-70 - - - - - | 5,917 |
| 1879-80 - - - - - | 7,446 |
| 1889-90 - - - - - | 10,112 |

23. NON-TAX REVENUE.

Post Office.—The revenue collected in Ireland is taken, as in the "Financial Relations" Returns, as the true revenue derived from Ireland; the expenditure on the other side of the account being treated in a similar manner.

Crown Lands.—The Finance Accounts do not distinguish between Great Britain and Ireland under this head; but the reports of the Commissioners of Woods enable the net yield of the hereditary property in Ireland to be stated with approximate accuracy in 1839 and subsequent years. For 1819 and 1829 the figures of gross receipt exist, but not those of the outgoings. It seems, however, safe to assume that the net yield in each of those years was about 50,000*l*.† The general tendency has been to dispose of Crown property in Ireland and invest the proceeds elsewhere; this item, therefore, tends to diminish. But in the financial calculations made for the Government of Ireland Bill, 1893, an allowance of 25,000*l*. a year was made for assumed interest on such investments.‡

Miscellaneous.—The items under this head have been analysed as for the "Financial Relations" Returns; there is no important field for doubt as to Irish items.

24. It

* In 1849 the correction has to be the gross 5 per cent. on the part of the tax assessed, as there was then no Income Tax in Ireland. In 1859-60 a part of what is now Schedule D was under Schedule A, for which full allowance has been made in the above figures.

† On this point p. 175 of House of Commons, No. 390-1. of 1860, and No. 566 of 1880, may be compared with House of Commons, No. 222 of 1843.

‡ House of Commons, No. 337 of 1893.

RETURN RELATING TO

24. It is now possible to give figures which, on the principles of estimating suggested in this memorandum, may be discussed as a hypothetical approximation to the true revenue derived from Ireland in the years under consideration. Table L. collects the various corrections which, under present assumptions, should be made to the figures in Table D, which latter represent the furthest point to which statistics can carry the investigation; and the following figures compare the results so arrived at with the collection-figures:—

| Ireland. | Revenue as Collected (Table A). | Estimated true Revenue (Table L). | True Revenue more(+) or less(-) than Revenue as Collected. |
|------------------------------|---------------------------------|-----------------------------------|--|
| | £. | £. | £. |
| 1810 to 5 January 1820 - - - | 6,263,800 | 6,256,564 | + 2,665 |
| 1820 to 5 January 1830 - - - | 4,461,217 | 6,508,125 | + 1,046,908 |
| 1830 to 5 January 1840 - - - | 4,574,150 | 5,416,880 | + 842,729 |
| 1840 to 5 January 1850 - - - | 4,388,091 | 4,861,466 | + 623,374 |
| 1850-60—to 31 March - - - | 7,007,904 | 7,700,234 | + 692,330 |
| 1850-70—to 31 March - - - | 7,831,068 | 7,426,332 | + 95,274 |
| 1870-80—to 31 March - - - | 7,331,376 | 7,280,856 | — 660,520 |
| 1880-90—to 31 March - - - | 9,605,632 | 7,868,661 | — 1,142,371 |

It is interesting to observe how the balance of accounts between the two islands changes during the period. After the earliest year, in which the revenue collected is, as nearly as possible, the same as the true revenue, it appears at first that a large net amount of revenue which really came from Ireland was actually collected in Great Britain (this is what was called the 'uncredited revenue'), but that this net addition to the apparent Irish revenue diminished steadily down to 1869-70, and that between 1870 and 1879 the balance turned the other way, so that in 1879-80 and 1880-90 the revenue collected in Ireland exceeded the true revenue, and such excess was much greater in 1880-90 than in 1879-80. It may be added that the excess has continued to increase since 1890.

This great change in the balance of revenue accounts between the two islands may be explained by two independent causes:—

- (1.) The abolition or reduction of customs duties on foreign and colonial goods, for which London is the great entrepôt.
- (2.) The growth of the Irish export trade in spirits, beer, and, to a less degree, tobacco.

25. Assuming the hypothetical estimates of true Revenue of Ireland given in the preceding paragraph, it is easy to arrive at the corresponding figures for Great Britain. For this purpose the figures of collection in Great Britain (shown in summary and detail in Tables M and N) should be corrected in respect of (a) the net amounts transferable to or from the account of Ireland, as given above; (b) the estimated amounts included in the revenue collected in Great Britain, which should be classified by way of correction, as revenue derived from Imperial sources, such amounts being arrived at, under all reserve, in the manner described

described in the "Financial Relations" papers. Tables O and P give these items, leading up to the following results:—

Estimated true Revenue of Great Britain.

| | £. |
|------------------------------------|------------|
| 1819 to 5 January 1820 - - - - - | 51,445,764 |
| 1829 to 5 January 1830 - - - - - | 49,637,899 |
| 1839 to 5 January 1840 - - - - - | 46,262,412 |
| 1849 to 5 January 1850 - - - - - | 51,870,866 |
| 1859-60—to 31 March 1860 - - - - - | 61,388,845 |
| 1869-70—to 31 March 1870 - - - - - | 65,600,612 |
| 1879-80—to 31 March 1880 - - - - - | 69,760,870 |
| 1889-90—to 31 March 1890 - - - - - | 84,851,809 |

26. The figures of revenue taken by themselves, even apart from the methods in which the revenue may be expended, afford no indication of the burthens laid on the people for the service of the State. They must be considered, in the first place, in relation to the numbers of the population; and, in the second, in relation to the taxable capacity of that population. As regards the first point the figures are as follows:—

| | Estimated true Revenue per head. | | Percentage of (2) to (1). |
|------------------------------------|----------------------------------|------------------|---------------------------|
| | Great Britain. (1.) | Ireland. (2.) | |
| | £. s. d. | £. s. d. | Per cent. |
| 1819 to 5 January 1820 - - - - - | 8 13 - | - 10 0 | 20·9 |
| 1829 to 5 January 1830 - - - - - | 8 - 8 | - 14 2 | 23·3 |
| 1839 to 5 January 1840 - - - - - | 2 9 11 | - 13 2½ | 22·0 |
| 1849 to 5 January 1850 - - - - - | 2 9 11½ | - 14 0 | 29·6 |
| 1859-60—to 31 March 1860 - - - - - | 2 13 1 | 1 6 7 | 40·1 |
| 1869-70—to 31 March 1870 - - - - - | 2 19 4 | 1 7 0 | 34·5 |
| 1879-80—to 31 March 1880 - - - - - | 2 6 11½ | 1 8 2 | 60·0 |
| 1889-90—to 31 March 1890 - - - - - | 2 11 4½ | 1 13 5 | 60·0 |

A comparison between the first and second columns of this Table presents some interesting results. While the true revenue per head in Ireland appears to have rather more than doubled during the period covered by the memorandum, that in Great Britain has diminished by more than a fourth. Yet the amount raised per head in Ireland is still only two-thirds of that per head in Great Britain. The third column of the Table shows the relation between the taxation per head in the two countries in the form of percentages.

The question whether or how far the increase per head in Ireland implies an addition to the burthens laid upon the taxpayer in relation to his means depends upon many considerations, most of which lie outside the scope of the present memorandum; but the figures are submitted with all reserve as a basis

for discussions as to the relative contributions of an average Irishman and an average inhabitant of Great Britain, respectively, to the Imperial revenue. The conclusions to be drawn from them, apart from controversial matter, are broadly as follows:—

1. Between the union of the Exchequers and the great famine, the average Irishman paid between one-fifth and one-fourth as much as the average inhabitant of Great Britain. In the earlier years of this period the burthens on the taxpayer in Great Britain were swollen by the remains of the special taxation imposed during the great wars, which was never extended to Ireland.

2. By 1860 this proportion had risen to one-half. This rise may be ascribed to two causes:—

(a.) The great decrease in the poorest classes in Ireland, resulting in a rise in the average taxable capacity of the individual Irishman.

(b.) The removal of the special exemptions from taxation which Ireland had previously enjoyed under the heads of Spirit Duty and Income Tax.

3. By 1890 the proportion according to the Table had risen to two-thirds, but this figure is probably somewhat too high, in view of what is said in paragraph 16 as to British Spirits and paragraph 19 (3) as to Tobacco. Apart from the question whether, during the intervening period, the changes in taxation, taken in the aggregate, were such as to account for a relative increase of burthen on the Irishman, or the contrary, this growth may be explained by an increase in the relative wealth of the average Irishman as compared with the average inhabitant of Great Britain, or at least in a relatively increased tendency on the part of the former to consume dutiable articles.

EXPENDITURE.

27. Table A. in Part II. of the Appendix gives the Expenditure out of Imperial Revenue on Local Irish Services, so far as can be ascertained, for each of the eight years dealt with in this Memorandum; and Table B. gives corresponding figures for Great Britain. As already mentioned in paragraph 4 above, the field of error in the matter of expenditure is a comparatively restricted one, but it would be impossible within reasonable compass to describe the various points which had to be discussed and decided in the process of arriving at the figures now submitted. Speaking broadly, those figures represent Exchequer Issues, except for 1889-90, when audited expenditure is available; but the old system of accounts was such as to render it very difficult to arrive at the expenditure properly belonging to a year even on the basis of Exchequer Issues; this is particularly the case for the years 1829, 1839, and 1849. It will be understood that the services which in former times were met out of the gross revenue, and which, as already explained, have not been treated in this Memorandum as deductions from the revenue figures, are duly included as expenditure in Tables A. and B. An investigation of Local Loans transactions might result in an addition to the charge in either island, apart from the "veiled grants" referred to in paragraph 6, which happen not to be important in any of the years here dealt with. That paragraph explains the reason why no such investigation has been attempted in the present Memorandum.

These Tables show the following rates of expenditure per head of population in Ireland and Great Britain respectively, with the percentage ratio of the Irish figure to that for Great Britain:—

| | Expenditure per Head on Local Services. | | Percentage of (2) to (1) |
|------------------------------|--|------------------|--------------------------------|
| | Great Britain. (1.) | Ireland. (2.) | |
| | £. s. d. | £. s. d. | |
| 1819 to 5 January 1820 - - - | - 3 8½ | - 4 7 | 78 |
| 1829 to 5 January 1830 - - - | - 5 3½ | - 3 6 | 66 |
| 1839 to 5 January 1840 - - - | - 4 10 | - 4 4½ | 90 |
| 1849 to 5 January 1850 - - - | - 5 7½ | - 6 10 | 121 |
| 1859-60—to 31 March 1860 - - | - 7 4½ | - 7 11½ | 108 |
| 1869-70—to 31 March 1870 - - | - 7 10 | - 10 10 | 138 |
| 1879-80—to 31 March 1880 - - | - 11 7 | - 16 8 | 136 |
| 1889-90—to 31 March 1890 - - | - 14 10½ | 1 2 - | 148 |

The first noticeable point in these figures is the fact that at the beginning of the period the administration of Ireland cost the central Government appreciably less

less per head of population than that of Great Britain, whereas by 1849 the positions of the two countries in this respect were reversed. Since that date the average expenditure of the central Government for local purposes in Ireland per head has far exceeded that in Great Britain, and such excess has decidedly increased in recent years. One reason for this change, of an uncontroversial character, is the decrease of population in Ireland accompanying an increase in Great Britain. Establishments based on the respective populations of the two islands fifty years ago have not been materially altered since, neither reduced in Ireland as the population fell, nor increased with its growth in Great Britain. A notable example of this will be found in the judicial establishments. Secondly, it is to be observed that it was not until Ireland had become relatively more costly to govern than Great Britain that her special exemptions from Spirit Duty and Income Tax were removed; it does not, however, appear that this effective argument was employed at the date of such removal.

The general increase, shown over the whole period, and especially between 1869-70 and 1879-80, is not surprising in view of the great extension in recent years of the functions and expenditure of the State in regard to internal affairs, of which Elementary Education is the most striking example.

CONTRIBUTIONS TO IMPERIAL SERVICES.

28. In the "Financial Relations" Returns the contribution to Imperial services derived from any one of the three kingdoms has been arrived at by deducting from the true revenue of that kingdom collected by Imperial officers the local expenditure met out of that revenue; and a similar method seems proper to be used in the present Memorandum.

Tables A. and B., in Appendix, Part III., give the total amounts contributed, as estimated on the basis of the foregoing paragraphs of this Memorandum. The amounts derived from Great Britain and Ireland respectively per head of population, and the percentage ratio between the two, are estimated to be as follows:—

| | Contribution per Head. | | Percentage of (2) to (1). |
|--------------------------------|------------------------|-----------------|------------------------------|
| | Great Britain. (1) | Ireland. (2) | |
| | £. s. d. | £. s. d. | |
| 1810 to 5 January 1820 - - - | 3 6 8½ | - 10 10 | 16·3 |
| 1820 to 5 January 1830 - - - | 3 15 4½ | - 10 8 | 19·2 |
| 1830 to 5 January 1840 - - - | 2 6 1 | - 8 10 | 19·6 |
| 1840 to 5 January 1850 - - - | 2 4 4 | - 7 11 | 17·9 |
| 1850-60—to 31 March 1860 - - - | 2 5 8½ | - 18 7½ | 40·7 |
| 1860-70—to 31 March 1870 - - - | 2 2 6½ | - 16 7 | 39·1 |
| 1870-80—to 31 March 1880 - - - | 1 15 4½ | - 12 6 | 36·0 |
| 1880-90—to 31 March 1890 - - - | 1 10 6 | - 11 5 | 31·3 |

These figures obviously fall into two groups, referring to the years before and after the assimilation of the Spirit Duties and the Income Tax in the two islands. In the first period the year 1819 is abnormal, because of the remains of war taxation in Great Britain, while in 1849 Ireland was, perhaps, still under the shadow of the great famine. The figures of 1829 and 1889 suggest that during that period the average Irishman contributed towards Imperial services about one-fifth of the amount contributed by the average inhabitant of Great Britain. This would have been precisely fair, had the taxable capacity of the Irishman been one-fifth of that of the Briton; if it was higher, the division was unfair to Great Britain; if lower, to Ireland. At the beginning of the second period the average Irishman contributed about 40*l.* towards Imperial services, and at the end of the period about 30*l.*, compared with every 100*l.* contributed by the average inhabitant of Great Britain, or in the ratio of two-fifths, diminishing to less than one-third. Whether these proportions have been on the whole fair, or otherwise, as between the two partners, is a question which will, doubtless, be discussed elsewhere.

CONCLUSION.

29. The results of the hypotheses set forth in this Memorandum may perhaps be summed up once more in a form somewhat different from that adopted in preceding paragraphs. The following Table shows, for the years under consideration, how each 1,000*l.* raised on those hypotheses by Imperial imposts from the inhabitants of Great Britain and Ireland respectively, was expended as between Local Services on the one hand and Imperial Services on the other.

| | GREAT BRITAIN. | | | IRELAND. | | |
|----------------------------|----------------|-----------|--------|----------|-----------|--------|
| | Local. | Imperial. | Total. | Local. | Imperial. | Total. |
| | £. | £. | £. | £. | £. | £. |
| 1819 to 5 January 1820 - - | 85 | 914 | 1,000 | 226 | 702 | 1,000 |
| 1820 to 5 January 1820 - - | 87 | 913 | 1,000 | 245 | 755 | 1,000 |
| 1829 to 5 January 1840 - - | 97 | 903 | 1,000 | 320 | 679 | 1,000 |
| 1840 to 5 January 1850 - - | 118 | 882 | 1,000 | 403 | 597 | 1,000 |
| 1850-60—to 31 March 1860 - | 129 | 871 | 1,000 | 280 | 701 | 1,000 |
| 1860-70—to 31 March 1870 - | 155 | 844 | 1,000 | 326 | 674 | 1,000 |
| 1870-80—to 31 March 1880 - | 245 | 754 | 1,000 | 557 | 443 | 1,000 |
| 1880-90—to 31 March 1890 - | 289 | 711 | 1,000 | 638 | 362 | 1,000 |

These figures show the relative increase of local as compared with imperial expenditure during the period under consideration, such increase being due on the one hand to the much larger field of duties now undertaken by the State in regard to the internal affairs of the community, and on the other to the decrease in debt charges and the relatively slow growth, during the period, of expenditure on defence. The figures also show how much more rapid has been the increase of internal expenditure in Ireland than in Great Britain.

30. In conclusion, it may be well to repeat that this Memorandum does not profess to put forward authoritative decisions on the questions raised by the Order of the House. The intention has rather been to assist the discussion of those questions, not only by the preparation in a convenient form of figures bearing upon them, but also by the suggestion of definite hypotheses for the solution of the problems involved, leading to figured results. Each such hypothesis, however, should stand or fall on its own merits, without reference to the source from which it emanates.

Treasury Chambers, Whitehall,
August 1894.

APPENDIX.

PART I.—REVENUE.

TABLE A.—IRELAND—COLLECTION.

REVENUE collected in IRELAND, with Percentages to Total Revenue of the United Kingdom, and Amounts per Head of the Population of Ireland.

| | | Per Cent. | Per Head. |
|------------------------|-----------|-----------|-----------|
| | £. | | £. s. d. |
| 1818 to 5 January 1820 | 5,233,909 | 9.18 | — 16 5 |
| 1820 to 5 January 1830 | 4,461,217 | 8.02 | — 11 4 |
| 1838 to 5 January 1840 | 4,574,150 | 8.84 | — 11 2 |
| 1848 to 5 January 1850 | 4,338,091 | 7.83 | — 18 2 |
| 1859-60—to 31 March | 7,097,904 | 10.29 | 1 4 3 |
| 1869-70—to 31 March | 7,331,958 | 10.01 | 1 7 1 |
| 1879-80—to 31 March | 7,831,270 | 10.12 | 1 10 3 |
| 1889-90—to 31 March | 9,005,923 | 9.68 | 1 18 3 |

TABLE B.

REVENUE as collected in IRELAND under Principal Heads.

| | 1819. | 1829. | 1839. | 1849. | 1859-60. | 1869-70. | 1879-80. † | 1889-90. |
|--|-----------|-----------|-----------|-----------|-----------|-----------|---------------|-----------|
| | £. | £. | £. | £. | £. | £. | £. | £. |
| Customs - - - - - | 2,475,994 | 1,566,294 | 2,016,508 | 2,177,122 | 2,292,564 | 2,069,874 | 1,891,217 | 2,107,575 |
| Excise - - - - - | 1,546,229 | 2,023,619 | 1,814,385 | 1,460,858 | 3,224,545 | 3,001,997 | 4,007,928 | 4,695,116 |
| Stamps (excluding Fee Stamps) | 585,890 | 434,545 | 403,330 | 425,136 | 103,904 | 508,389 | 549,222 | *607,107 |
| Taxes (Land, House, and Assessed). | 360,745 | - | - | - | - | - | - | - |
| Property and Income Tax - - | - | - | - | - | 738,368 | 533,115 | 485,000 | 554,755 |
| TOTAL REVENUE FROM TAXES - - - - - | 4,908,919 | 4,026,538 | 4,234,223 | 4,063,128 | 6,738,476 | 6,778,357 | 6,967,042 | 7,962,653 |
| Post Office - - - - - | 214,221 | 225,258 | 227,849 | 181,551 | 248,101 | 331,117 | 424,993 | 655,759 |
| Telegraph Service - - - - - | - | - | - | - | - | 4,034 | 12,552 | 122,087 |
| Crown Lands - - - - - | 50,000 | 50,000 | 44,531 | 45,100 | 45,268 | 42,000 | 38,990 | 39,300 |
| Miscellaneous (including Fee Stamps). | 22,415 | 133,375 | 67,247 | 71,453 | 66,057 | 162,120 | 265,880 | 334,690 |
| TOTAL NON-TAX REVENUE - - - - - | 289,335 | 434,533 | 339,227 | 298,053 | 359,426 | 546,361 | 845,714 | 1,062,349 |
| Appropriated Duties for Local Objects. | 55,454 | - | - | - | - | - | - | - |
| TOTAL IRISH REVENUE - - - - - | 5,253,709 | 4,461,217 | 4,574,150 | 4,361,181 | 7,097,904 | 7,331,958 | 7,831,270 | 9,025,002 |

* Including Local Taxation Revenue. † See paragraph 5 of Memorandum at p. 6.

RETURN RELATING TO

APPENDIX—PART I.—continued.

TABLE C.—DETAILS OF REVENUE AS COLLECTED IN IRELAND.

| | 1819. | 1829. | 1839. | 1849. | 1859-60. | 1869-70. | 1879-80. | 1889-90. |
|---|------------------|------------------|------------------|------------------|------------------|------------------|------------------|------------------|
| CUSTOMS: | £ | £ | £ | £ | £ | £ | £ | £ |
| Spirits - - - - - | 25,170 | 30,796 | 26,398 | 62,848 | 60,447 | 209,700 | 248,097 | 654,536 |
| Tax - - - - - | 433,872 | * | 497,499 | 698,164 | 769,378 | 800,862 | 815,663 | 803,935 |
| Tobacco - - - - - | † 614,698 | 613,341 | 782,100 | 748,960 | 982,344 | 1,192,799 | 1,382,498 | 1,549,634 |
| Sugar - - - - - | 499,366 | 443,473 | 465,691 | 364,964 | 386,165 | 116,791 | - | - |
| Wine - - - - - | 203,262 | 381,144 | 186,682 | 143,106 | 146,736 | 180,736 | 181,635 | 96,021 |
| † Other Articles - - - - | 799,120 | 807,630 | 165,318 | 199,660 | 166,484 | 49,448 | 13,512 | 15,955 |
| TOTAL Customs - - - | 2,475,964 | 1,966,394 | 2,016,506 | 2,177,122 | 2,802,664 | 2,649,274 | 1,851,517 | 2,367,975 |
| EXCISE: | | | | | | | | |
| Spirits - - - - - | 1,022,691 | 1,480,486 | 1,402,040 | 1,669,765 | 2,685,188 | 6,618,486 | 3,452,360 | 3,762,969 |
| Malt (and Brewing Sugar in 1860-70 and 1879-80) - - | 190,500 | 276,678 | 238,600 | 293,816 | 340,044 | 396,478 | 495,411 | 4,761,712 |
| Licenses - - - - - | 185,542 | 204,664 | 122,615 | 95,830 | 127,946 | 196,666 | 216,562 | 187,609 |
| † Other Receipts - - - - | 138,350 | 123,988 | 61,331 | 35,444 | 71,384 | 4,461 | - | 586 |
| TOTAL Excise - - - | 1,546,983 | 2,085,816 | 1,824,585 | 1,994,955 | 3,224,562 | 7,211,671 | 4,164,333 | 8,712,876 |
| STAMPS: | | | | | | | | |
| Probate Duty - - - - - | 32,240 | 45,105 | 38,818 | 67,648 | 75,596 | 26,563 | 140,500 | 205,831 |
| Legacy and Succession Duty - | 28,324 | 39,336 | 27,214 | 70,569 | 148,550 | 175,712 | 199,800 | 191,385 |
| † Other Stamps (excluding Fee Stamps) - - - - - | 470,325 | 516,606 | 587,498 | 321,001 | 275,736 | 236,624 | 211,722 | 210,355 |
| TOTAL Stamps - - - | 530,889 | 600,047 | 653,530 | 459,218 | 499,882 | 438,899 | 551,022 | 607,571 |
| TAXES: | | | | | | | | |
| Assessed Taxes - - - - - | 360,746 | - | - | - | - | - | - | - |
| INCOME TAX: | | | | | | | | |
| Schedules A, B, and C. - - - | - | - | - | - | 316,851 | 466,720 | 206,000 | 326,622 |
| Schedules C. and D. (Public Companies) - - - - - | - | - | - | - | 46,565 | 67,895 | 79,000 | 133,801 |
| Schedule D. (Trades and Professions) - - - - - | - | - | - | - | 153,139 | 139,466 | 111,000 | 106,162 |
| TOTAL Income Tax - | - | - | - | - | 516,555 | 613,113 | 496,000 | 566,585 |
| TOTAL REVENUE FROM TAXES -} £ | 4,398,919 | 4,652,259 | 4,534,623 | 4,642,138 | 5,738,472 | 6,772,657 | 6,507,642 | 7,947,033 |
| POST OFFICE - - - - - | 216,321 | 225,552 | 227,849 | 281,351 | 248,101 | 331,117 | 426,296 | 535,750 |
| POST OFFICE TELEGRAPHS - | - | - | - | - | - | 4,364 | 92,632 | 126,687 |
| CROWN LANDS - - - - - | 50,000 | 50,000 | 44,191 | 45,150 | 45,388 | 49,090 | 58,900 | 59,930 |
| MISCELLANEOUS - - - - - | 22,615 | 159,275 | 67,847 | 71,472 | 66,667 | 186,110 | 235,869 | 324,639 |
| TOTAL NON-TAX REVENUE -} £ | 290,936 | 434,827 | 339,887 | 397,973 | 360,456 | 518,301 | 643,796 | 1,047,006 |

* In this year the Tea Revenue was under the control of the Excise, and was all collected in England.

† Partly Excise. ‡ Including Miscellaneous Departmental receipts in all years except 1879-80 and 1889-90.

§ Beer Duty.

APPENDIX—PART I.—continued.

TABLE D.—IRELAND—BRITISH SPIRITS CORRECTED.

REVENUE of Ireland, corrected so as to include the estimated true yield of the British Spirit Duties (para. 16), but otherwise based on the Revenue as collected; with percentages to Total Revenue of the United Kingdom, and Amounts per Head of the Population of Ireland.

| — | Revenue as collected, Table A. | Deduction for British Spirits. | Revenue as corrected. | Per Cent. | Per Head. |
|---------------|--------------------------------|--------------------------------|-----------------------|-----------|-----------|
| | £. | £. | £. | | £. s. d. |
| 1819 - - - | 5,233,909 | — | 5,233,909 | 9.18 | - 15 6 |
| 1820 - - - | 4,461,317 | 175,491 | 4,285,796 | 7.77 | - 11 - |
| 1830 - - - | 4,574,150 | 149,297 | 4,423,845 | 8.67 | - 10 10 |
| 1840 - - - | 4,338,091 | 120,986 | 4,217,103 | 7.42 | - 12 10 |
| 1850-60 - - - | 7,007,904 | 303,759 | 6,794,135 | 9.81 | 1 3 6 |
| 1860-70 - - - | 7,631,068 | 303,998 | 6,327,069 | 9.63 | 1 5 8 |
| 1870-80 - - - | 7,331,576 | 915,616 | 6,915,760 | 8.94 | 1 6 9 |
| 1880-90 - - - | 9,005,932 | 1,386,759 | 7,619,173 | 8.19 | 1 12 6 |

TABLE E.—IRELAND—TEA.

| — | As collected in Ireland. | IRELAND. | | Assumed true Irish Revenue. | Correction to Figures in Table D. |
|-----------|--------------------------|---|--|-----------------------------|-----------------------------------|
| | | Population per Cent. of United Kingdom. | Assumed Ratio of Consumption per Head in Ireland to Great Britain. | | |
| | £. | | Per Cent. | £. | £. |
| 1819 - - | 433,372 | 32½ | 26 | 433,372 | NIL. |
| 1820 - - | NIL* | 32 | 34 | 463,170 | + 433,170 |
| 1830 - - | 437,459 | 31 | 41 | 559,127 | + 131,667 |
| 1840 - - | 698,104 | 24 | 50 | 746,102 | + 47,998 |
| 1850-60 - | 769,878 | 20 | 61 | 710,090 | - 59,288 |
| 1860-70 - | 339,682 | 17 | 75 | 444,977 | + 105,995 |
| 1870-80 - | 316,343 | 15 | 93 | 521,303 | + 206,610 |
| 1880-90 - | 283,935 | 12½ | 114 | 626,671 | + 344,736 |

* At this time the tea duty was under the management of the Excise, and the whole of it was collected in England.

APPENDIX—PART I.—continued.

TABLE F.

TEA Duty collected per Head in Ireland, expressed as a percentage of that collected per Head in Great Britain.

| | | | | |
|------------------------|---|---|---|----------------------|
| 1819 to 5 January 1820 | - | - | - | 28 per cent. |
| 1824 to 5 January 1825 | - | - | - | 27 " |
| 1829 to 5 January 1830 | - | - | - | (Not ascertainable.) |
| 1834 to 5 January 1835 | - | - | - | " " |
| 1839 to 5 January 1840 | - | - | - | 31 per cent. |
| 1844 to 5 January 1845 | - | - | - | 38 " |
| 1849 to 5 January 1850 | - | - | - | 41 " |
| 1854 to 5 January 1855 | - | - | - | 56 " |
| 1859-60 | - | - | - | 64 " |
| 1864-65 | - | - | - | 65 " |
| 1869-70 | - | - | - | 66 " |
| 1875-76 | - | - | - | 65 " |
| 1879-80 | - | - | - | 52 " |
| 1885-86 | - | - | - | 48 " |
| 1889-90 | - | - | - | 48 " |
| 1893-94 | - | - | - | 49 " |

TABLE G.

TOBACCO Duty collected per Head in Ireland, expressed as a percentage of that collected per Head in Great Britain.

| | | | | |
|------------------------|---|---|---|--------------|
| 1819 to 5 January 1820 | - | - | - | 57 per cent. |
| 1824 to 5 January 1825 | - | - | - | 58 " |
| 1829 to 5 January 1830 | - | - | - | 57 " |
| 1834 to 5 January 1835 | - | - | - | 59 " |
| 1839 to 5 January 1840 | - | - | - | 65 " |
| 1844 to 5 January 1845 | - | - | - | 66 " |
| 1849 to 5 January 1850 | - | - | - | 58 " |
| 1854 to 5 January 1855 | - | - | - | 67 " |
| 1859-60 | - | - | - | 79 " |
| 1864-65 | - | - | - | 89 " |
| 1869-70 | - | - | - | 100 " |
| 1874-75 | - | - | - | 78 " |
| 1879-80 | - | - | - | 89 " |
| 1885-86 | - | - | - | 100 " |
| 1889-90 | - | - | - | 119 " |
| 1893-94 | - | - | - | 134 " |

APPENDIX—PART I.—continued.

TABLE H.—IRELAND—WINE.

| YEAR. | Receipt, United Kingdom. | Collection, Ireland. | Per Cent. of Total. | Estimated True Irish Revenue, (Page 10 of Mem.) | Correction to Figures in Table D. |
|----------------------------|--------------------------------|-------------------------|---------------------------|---|---|
| | £. | £. | | £. | £. |
| 1819 to 5 January 1820 - | 1,010,704 | 208,252 | 19.9 | 208,252 | - nil. |
| 1829 to 5 " 1830 - | 1,473,608 | 181,144 | 12.3 | 205,000 | + 113,856 |
| 1839 to 5 " 1840 - | 1,540,710 | 180,492 | 9.8 | 356,500 | + 177,908 |
| 1849 to 5 " 1850 - | 1,767,516 | 146,136 | 8.1 | 255,200 | + 122,084 |
| 1859-60 to 31 March 1860 - | 1,834,287 | 140,720 | 9.0 | 204,500 | + 57,744 |
| 1869-70 to 31 " 1870 - | 1,478,404 | 160,766 | 10.8 | 167,000 | + 8,244 |
| 1879-80 to 31 " 1880 - | 1,391,212 | 121,668 | 9.5 | 120,500 | - 1,168 |
| 1889-90 to 31 " 1890 - | 1,302,161 | 96,021 | 7.4 | 104,172 | + 8,152 |

TABLE I.—IRELAND—SUGAR.

| | Duty Collected in Ireland. | Assumed True Irish Revenue, (Page 10 of Mem.) | Correction to Figures in Table D. |
|----------------------------------|-------------------------------|---|---|
| | £. | £. | £. |
| 1819 to 5 January 1820 - - - - | 480,866 | 482,368 | - nil. |
| 1829 to 5 " 1830 - - - - | 443,475 | 591,000 | + 147,525 |
| 1839 to 5 " 1840 - - - - | 406,891 | 555,140 | + 181,449 |
| 1849 to 5 " 1850 - - - - | 204,034 | 465,864 | + 190,700 |
| 1859-60 to 31 March 1860 - - - - | 188,165 | 832,148 | + 643,983 |
| 1869-70 to 31 " 1870 - - - - | 116,791 | 696,778 | + 578,982 |

(Sugar duties abolished in 1874.)

TABLE K.—IRELAND—MISCELLANEOUS CUSTOMS.

AMOUNT and percentage of Total Revenue proposed to be taken as representing Duty on Goods sent from Great Britain to Ireland (net) after payment of Duty in Great Britain.

| | Total Receipt, United Kingdom. | Proposed Percentage. | Correction to Figures in Table D. |
|----------------------------------|--------------------------------------|-------------------------|---|
| | £. | | £. |
| 1819 to 5 January 1820 - - - - | 6,874,406 | - - - - | - nil. |
| 1829 to 5 " 1830 - - - - | 7,055,255 | 7 | + 403,870 |
| 1839 to 5 " 1840 - - - - | 6,976,245 | 7 | + 486,337 |
| 1849 to 5 " 1850 - - - - | 3,075,476 | 7½ | + 275,661 |
| 1859-60 to 31 March 1860 - - - - | 3,221,411 | 8 | + 267,713 |
| 1869-70 to 31 " 1870 - - - - | 1,188,405 | 8½ | + 90,645 |
| 1879-80 to 31 " 1880 - - - - | 832,214 | 9 | + 74,826 |
| 1889-90 to 31 " 1890 - - - - | 941,583 | 0½ | + 00,819 |

TABLE I.—IRISH REVENUE. SUMMARY OF HYPOTHETICAL CORRECTIONS TO FIGURES OF COLLECTION.

| | TOTAL | Police Expenses | Tax. | Tramways | Water | Regat | Other Corporations | San. | Grange. | Income Tax | Total Corrections made Good for 1916. | Balance from Revenue | Per Cent. of Total Expenditure | Per Cent. |
|-------------------------|-----------|--------------------|-----------|-----------|-----------|-----------|-----------------------|-----------|---------|------------|--|----------------------------|--------------------------------------|-----------|
| | £. | £. | £. | £. | £. | £. | £. | £. | £. | £. | £. | £. | | £. s. d. |
| 1881 to 31 Dec. 1881 | 1,000,000 | — | — | — | — | — | — | — | + 5,000 | — | + 5,000 | 1,005,000 | 100 | 100 0 |
| 1882 to 31 Dec. 1882 | 1,000,000 | — | + 100,000 | — | + 100,000 | + 100,000 | + 100,000 | — | + 5,000 | — | + 1,105,000 | 1,105,000 | 110 | 100 0 |
| 1883 to 31 Dec. 1883 | 1,000,000 | — | + 100,000 | — | + 100,000 | + 100,000 | + 100,000 | — | + 5,000 | — | + 1,105,000 | 1,105,000 | 110 | 100 0 |
| 1884 to 31 Dec. 1884 | 1,000,000 | — | + 100,000 | — | + 100,000 | + 100,000 | + 100,000 | — | + 5,000 | + 5,000 | + 1,115,000 | 1,115,000 | 111 | 100 0 |
| 1885-86 to 31 Dec. 1885 | 1,000,000 | — | — 10,000 | — | + 50,000 | + 100,000 | + 100,000 | — | + 5,000 | + 5,000 | + 1,095,000 | 1,095,000 | 109 | 100 0 |
| 1886-87 to 31 Dec. 1886 | 1,000,000 | — | + 100,000 | + 100,000 | + 5,000 | + 100,000 | + 100,000 | — 10,000 | + 5,000 | + 5,000 | + 1,155,000 | 1,155,000 | 115 | 100 0 |
| 1887-88 to 31 Dec. 1887 | 1,000,000 | — | + 100,000 | + 100,000 | — 5,000 | — | + 10,000 | — 10,000 | + 5,000 | + 5,000 | + 1,105,000 | 1,105,000 | 110 | 100 0 |
| 1888-89 to 31 Dec. 1888 | 1,000,000 | + 5,000 | + 100,000 | — 10,000 | + 5,000 | — | + 10,000 | + 100,000 | + 5,000 | + 10,000 | + 1,115,000 | 1,115,000 | 111 | 100 0 |

APPENDIX—PART I.—continued.

TABLE M.—REVENUE AS COLLECTED IN GREAT BRITAIN UNDER PRINCIPAL HEADS.

| | 1819. | 1829. | 1839. | 1849. | 1859-60. | 1869-70. | 1879-80. | 1889-90. |
|--|---------------------|---------------------|---------------------|---------------------|---------------------|---------------------|---------------------|---------------------|
| Customs - - - - - | £ 18,111,743 | £ 20,905,929 | £ 21,167,574 | £ 20,091,742 | £ 22,099,540 | £ 22,400,489 | £ 17,276,098 | £ 18,262,579 |
| Excise - - - - - | 17,115,578 | 15,468,229 | 15,912,229 | 12,529,240 | 17,015,925 | 15,277,257 | 21,151,000 | 22,434,535 |
| Stamps (including Fee Stamps) - - - - - | 5,699,282 | 6,817,500 | 6,785,093 | 8,306,255 | 7,334,539 | 8,225,259 | 9,096,942 | 14,099,866 |
| Taxes (Land, House, and Assessed) - - - - - | 7,774,376 | 5,995,262 | 5,924,229 | 4,322,910 | 5,237,575 | 4,525,036 | 5,049,357 | 5,098,000 |
| Property and Income Tax - - - - - | 146,227 | — | — | 5,564,433 | 6,947,774 | 9,656,478 | 5,799,696 | 12,229,104 |
| TOTAL REVENUE FROM TAXES - - - - - | £ 40,551,001 | £ 42,499,260 | £ 44,797,894 | £ 40,284,735 | £ 52,624,021 | £ 50,954,567 | £ 58,294,556 | £ 70,715,118 |
| Post Office - - - - - | 1,836,768 | 1,555,415 | 1,101,915 | 1,863,999 | 3,022,864 | 4,546,115 | 8,152,486 | 5,911,443 |
| Telegraph Service - - - - - | — | — | — | — | — | 55,797 | 1,345,563 | 5,184,457 |
| Crown Lands - - - - - | — | 316,322 | 83,473 | 115,769 | 264,288 | 518,133 | 847,840 | 577,341 |
| Miscellaneous (including Fee Stamps) - - - - - | 1,217,745 | 254,132 | 232,460 | 747,181 | 1,938,362 | 3,546,257 | 4,825,028 | 5,577,259 |
| TOTAL NON-TAX REVENUE - - - - - | £ 3,054,513 | £ 2,481,899 | £ 2,438,945 | £ 2,843,931 | £ 5,265,225 | £ 8,200,960 | £ 14,665,166 | £ 14,850,479 |
| TOTAL REVENUE - - - - - | £ 43,605,514 | £ 44,981,159 | £ 47,236,839 | £ 43,128,666 | £ 57,889,246 | £ 59,155,527 | £ 72,959,722 | £ 85,565,597 |

* See paragraph 5 of Memorandum at 4a. † Including interest on Imperial Loans. ‡ Including Local Taxation Revenue.

TABLE N.—DETAILS OF TAX REVENUE AS COLLECTED IN GREAT BRITAIN.

| | 1819. | 1829. | 1839. | 1849. | 1859-60. | 1869-70. | 1879-80. | 1889-90. |
|--|---------------------|---------------------|---------------------|---------------------|---------------------|---------------------|---------------------|---------------------|
| I. CUSTOMS. | | | | | | | | |
| Spirits - - - - - | £ 5,614,257 | £ 2,825,500 | £ 2,269,069 | £ 2,594,122 | £ 2,445,207 | £ 3,982,781 | £ 4,484,900 | £ 4,262,228 |
| Tin - - - - - | 5,398,027 | 5,231,723 | 5,321,341 | 4,375,858 | 4,020,466 | 2,303,414 | 3,382,433 | 4,195,371 |
| Tobacco - - - - - | 2,345,573 | 2,236,507 | 4,713,586 | 3,639,559 | 4,646,169 | 5,415,617 | 7,385,484 | 7,712,350 |
| River - - - - - | 5,511,176 | 4,424,500 | 4,184,806 | 3,835,615 | 5,829,150 | 5,279,170 | — | — |
| Wine - - - - - | 1,816,442 | 1,292,034 | 1,669,115 | 1,624,280 | 1,487,631 | 1,265,648 | 1,235,047 | 1,205,148 |
| Other Articles - - - - - | 5,684,285 | 8,747,615 | 8,780,002 | 3,475,395 | 3,005,927 | 1,019,619 | 858,702 | 928,200 |
| TOTAL CUSTOMS - - - - - | £ 18,111,743 | £ 20,905,929 | £ 21,167,574 | £ 20,091,742 | £ 22,099,540 | £ 22,400,489 | £ 17,276,098 | £ 18,262,579 |
| II. EXCISE. | | | | | | | | |
| Spirits - - - - - | 3,590,560 | 3,203,465 | 4,646,438 | 4,795,670 | 7,099,732 | 7,261,708 | 18,179,483 | 10,117,943 |
| Malt (including Beer Duty in 1859 and 1869-90) - - - - - | 3,793,665 | 5,595,096 | 4,607,649 | 4,743,840 | 6,806,857 | 6,141,376 | 6,557,274 | 8,848,718 |
| Licences - - - - - | 751,657 | 768,940 | 808,267 | 1,011,860 | 1,335,808 | 3,005,798 | 3,887,044 | 3,336,201 |
| Other Receipts - - - - - | 16,597,900 | 4,860,548 | 3,355,085 | 5,129,351 | 2,177,448 | 650,479 | 728,197 | 601,374 |
| TOTAL EXCISE - - - - - | £ 17,115,578 | £ 15,468,229 | £ 15,912,229 | £ 15,669,540 | £ 17,015,925 | £ 15,277,257 | £ 21,151,000 | £ 22,434,535 |
| III. STAMPS. | | | | | | | | |
| Probates - - - - - | 694,808 | 793,136 | 792,363 | 945,485 | 1,164,464 | 1,070,277 | 2,302,102 | 4,345,265 |
| Legacies and Successions - - - - - | 635,632 | 1,167,445 | 1,159,670 | 1,386,342 | 1,956,023 | 2,777,579 | 5,508,505 | 5,558,322 |
| Other Stamps - - - - - | 4,841,666 | 4,856,919 | 4,832,459 | 4,576,460 | 4,215,744 | 3,907,500 | 4,006,939 | 6,755,966 |
| TOTAL STAMPS - - - - - | £ 6,406,222 | £ 6,817,500 | £ 6,785,093 | £ 6,908,287 | £ 7,334,539 | £ 8,225,259 | £ 9,096,942 | £ 14,099,866 |
| IV. TAXES. | | | | | | | | |
| Land Tax - - - - - | 1,262,714 | 1,200,100 | 1,174,100 | 1,139,339 | 1,137,454 | 1,626,120 | 1,043,977 | 1,066,960 |
| Assessed Taxes - - - - - | — | — | — | — | 798,651 | 1,074,357 | 1,501,000 | 1,065,600 |
| (a) Inhabited House Duty - - - - - | — | — | — | — | — | — | — | — |
| (b) Other Assessed Taxes - - - - - | — | — | — | — | — | — | — | — |
| TOTAL TAXES - - - - - | £ 1,262,714 | £ 1,200,100 | £ 1,174,100 | £ 1,139,339 | £ 1,936,105 | £ 2,699,477 | £ 2,544,977 | £ 2,132,560 |
| V. INCOME TAX. | | | | | | | | |
| Schedule A, B, and C - - - - - | — | — | — | — | 5,164,506 | 4,668,743 | 5,741,003 | 4,728,075 |
| Schedule D, (Public Companies) - - - - - | 145,227 | — | — | 5,064,653 | 661,006 | 3,111,248 | 2,469,544 | 4,233,208 |
| Schedule D, (Trades and Professions) - - - - - | — | — | — | — | 2,621,821 | 2,076,098 | 2,469,800 | 3,245,822 |
| TOTAL INCOME TAX - - - - - | £ 145,227 | £ — | £ — | £ 5,064,653 | £ 8,447,374 | £ 9,656,478 | £ 10,679,355 | £ 12,213,105 |
| TOTAL REVENUE FROM TAXES - - - - - | £ 40,551,001 | £ 42,499,260 | £ 44,797,894 | £ 40,284,735 | £ 52,624,021 | £ 50,954,567 | £ 58,294,556 | £ 70,715,118 |

* From Excise.

† Purely Excess.

‡ Besides 995,735*l.* under "other receipts, Excise."

§ Including Local Taxation Revenue.

TABLE C.—ESTIMATE OF TRUE REVENUE, GREAT BRITAIN.

| | Revenue as Collected. | Correction for Ireland (Tables D. and L.). | Correction for Revenue attributable to Imperial Sources (Table P.) | Estimated True Revenue. |
|--------------------------------|--------------------------|---|---|-------------------------------|
| | (1) | (2) | (3) | |
| | £. | £. | £. | £. |
| 1819 to 5 January 1820 - - - | 52,605,606 | — 2,665 | —1,157,069 | 51,445,764 |
| 1820 to 5 January 1820 - - - | 60,828,499 | —1,640,908 | — 249,680 | 60,537,692 |
| 1830 to 5 January 1840 - - - | 47,266,642 | — 641,739 | — 182,681 | 46,362,412 |
| 1840 to 5 January 1850 - - - | 58,128,653 | — 633,374 | — 734,445 | 51,870,660 |
| 1850-50 to 31 March 1860 - - - | 63,889,246 | — 602,480 | —1,996,971 | 51,889,845 |
| 1860-70 to 31 March 1870 - - - | 66,236,547 | — 95,374 | —2,528,661 | 65,600,612 |
| 1870-80 to 31 March 1880 - - - | 72,344,244 | + 530,620 | —3,133,894 | 69,700,870 |
| 1880-90 to 31 March 1890 - - - | 66,665,566 | +1,142,271 | —1,856,037 | 64,851,800 |

TABLE P.—DETAILS OF REVENUE COLLECTED IN GREAT BRITAIN BUT ATTRIBUTABLE TO IMPERIAL SOURCES.

| | Items included in Miscellaneous Revenue. | Items included in Revenue from Taxes. | | | TOTAL. |
|--------------------------------|--|--|------------------|----------------|-----------|
| | | General Stamps. | Death Duties. | Income Tax. | |
| | £. | £. | £. | £. | £. |
| 1819 to 5 January 1820 - - * | 1,120,060 | 25,000 | 14,000 | - - - | 1,157,069 |
| 1820 to 5 January 1820 - - * | 210,689 | 25,000 | 16,000 | - - - | 249,689 |
| 1830 to 5 January 1840 - - - | 144,691 | 22,000 | 16,000 | - - - | 182,691 |
| 1840 to 5 January 1850 - - - | 694,445 | 20,000 | 20,000 | 70,000 | 784,445 |
| 1850-50 to 31 March 1860 - - - | 1,334,971 | 10,000 | 24,000 | 122,000 | 1,800,971 |
| 1860-70 to 31 March 1870 - - - | 2,576,661 | 16,000 | 36,000 | 128,000 | 2,550,661 |
| 1870-80 to 31 March 1880 - - - | 2,946,394 | 16,000 | 50,000 | 118,000 | 3,133,894 |
| 1880-90 to 31 March 1890 - - - | 1,387,057 | 27,000 | 80,000 | 103,000 | 1,856,037 |

* Besides 96,6964. received in Ireland in 1820, and 110,321M. in 1820, which sums are excluded from the figures in this Appendix.

APPENDIX—PART II.

EXPENDITURE.

TABLE A.—IRELAND.

| — | 1819. | 1829. | 1839. | 1849. | 1859-60. | 1869-70. | 1879-80. | 1889-90. |
|-------------------------------------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|
| | £. | £. | £. | £. | £. | £. | £. | £. |
| CIVIL GOVERNMENT CHARGES. | | | | | | | | |
| (a) On Consolidated Fund - | 164,389 | 218,926 | 289,807 | 800,866 | 297,608 | 358,018 | 194,066 | 170,630 |
| (b) Voted - - - - | 593,000 | 365,060 | 654,386 | 700,000 | 1,254,070 | 2,127,380 | 2,135,713 | 3,010,112 |
| (c) Out of Gross Revenues - | 67,506 | 60,604 | 11,441 | 14,860 | — | — | — | — |
| (d) Out of Local Taxation Revenues. | — | — | — | — | — | — | — | 101,947 |
| TOTAL CIVIL GOVERNMENT CHARGES } £. | 616,327 | 666,070 | 1,256,124 | 1,694,021 | 1,831,661 | 2,305,392 | 2,330,779 | 4,291,399 |
| COLLECTION OF TAXES - - | | | | | | | | |
| | 775,731 | 882,632 | 652,701 | 410,148 | 246,160 | 255,000 | 251,650 | 222,879 |
| POST OFFICE SERVICES - - | 114,791 | 90,144 | 100,769 | 158,018 | 225,070 | 285,880 | 479,990 | 664,090 |
| APPROPRIATED DUTIES - - | 55,101 | — | — | — | — | — | — | — |
| TOTAL IRISH EXPENDITURE } £. | 1,054,989 | 1,345,340 | 1,709,567 | 2,267,687 | 2,304,324 | 2,938,122 | 4,034,549 | 5,176,907 |

* See paragraph 6 of Memorandum *et. fn.*

TABLE B.—GREAT BRITAIN.

| — | 1819. | 1829. | 1839. | 1849. | 1859-60. | 1869-70. | 1879-80. | 1889-90. |
|-------------------------------------|-----------|-----------|-----------|-----------|-----------|------------|------------|------------|
| | £. | £. | £. | £. | £. | £. | £. | £. |
| CIVIL GOVERNMENT CHARGES. | | | | | | | | |
| (a) On Consolidated Fund - | 180,000 | 305,413 | 448,579 | 481,500 | 600,767 | 600,432 | 647,071 | 481,600 |
| (b) Voted - - - - | 458,600 | 416,166 | 778,579 | 1,266,004 | 3,521,265 | 5,124,000 | 10,021,667 | 9,646,160 |
| (c) Out of Gross Revenues - | 478,701 | 432,148 | 923,475 | 251,000 | — | — | — | — |
| (d) Out of Local Taxation Revenues. | — | — | — | — | — | — | — | 4,005,073 |
| (e) Out of Crown Lands Revenues. | 40,040 | — | — | — | — | — | — | — |
| TOTAL CIVIL GOVERNMENT CHARGES } £. | 1,113,471 | 1,732,323 | 1,450,297 | 2,278,761 | 4,641,162 | 5,740,792 | 10,679,148 | 15,116,328 |
| COLLECTION OF TAXES. | | | | | | | | |
| (a) Customs - - - - | 1,504,825 | 1,378,168 | 1,168,710 | 1,912,271 | 803,790 | 903,028 | 986,142 | 841,023 |
| (b) Inland Revenues - - | 1,002,867 | 1,460,580 | 1,220,368 | 1,188,777 | 1,390,455 | 1,397,255 | 1,626,935 | 1,577,308 |
| TOTAL COLLECTION OF TAXES } £. | 2,507,712 | 2,866,838 | 2,389,078 | 3,101,048 | 1,944,245 | 2,300,283 | 2,613,077 | 2,418,331 |
| POST OFFICE SERVICES. | | | | | | | | |
| (a) Post Office - - - - | 326,139 | 579,170 | 631,036 | 1,157,680 | 1,714,647 | 2,078,259 | 2,015,400 | 4,012,868 |
| (b) Telegraph Service - - | — | — | — | — | — | 54,700 | 994,280 | 2,035,541 |
| (c) Packet Service - - - | — | — | — | 6,309 | 20,547 | 84,840 | 60,707 | 76,800 |
| TOTAL POST OFFICE SERVICES } £. | 326,139 | 579,170 | 631,036 | 1,164,000 | 1,735,194 | 2,163,275 | 4,071,187 | 7,085,949 |
| GRAND TOTAL, GREAT BRITAIN } £. | 4,439,333 | 4,338,127 | 4,474,932 | 5,566,389 | 8,440,394 | 10,220,608 | 17,182,902 | 24,266,602 |

* See paragraph 6 of Memorandum *et. fn.*

APPENDIX—PART III.

CONTRIBUTION TO IMPERIAL SERVICES.

TABLE A.—IRELAND.

| | Estimated True Revenue. (Part I. Table L.) | Local Expenditure. (Part II. Table A.) | Contribution. |
|------------------------------|--|--|---------------|
| | £. | £. | £. |
| 1810 to 5 January 1820 - - - | 6,265,564 | 1,664,880 | 3,091,684 |
| 1820 to 5 January 1830 - - - | 6,502,125 | 1,346,649 | 4,166,676 |
| 1830 to 5 January 1840 - - - | 5,415,889 | 1,789,667 | 3,826,322 |
| 1840 to 5 January 1850 - - - | 4,861,455 | 2,247,887 | 2,613,778 |
| 1850-60 to 31 March 1860 - - | 7,700,334 | 2,604,324 | 5,396,000 |
| 1860-70 to 31 March 1870 - - | 7,425,682 | 2,938,122 | 4,486,210 |
| 1870-80 to 31 March 1880 - - | 7,280,856 | 4,064,649 | 3,226,307 |
| 1880-90 to 31 March 1890 - - | 7,863,061 | 5,176,067 | 2,684,694 |

TABLE B.—GREAT BRITAIN.

| | Estimated True Revenue. (Part I. Table O.) | Local Expenditure. (Part II. Table B.) | Contribution. |
|------------------------------|--|--|---------------|
| | £. | £. | £. |
| 1810 to 5 January 1820 - - - | 61,445,734 | 4,460,633 | 47,006,481 |
| 1820 to 5 January 1830 - - - | 40,637,822 | 4,326,437 | 46,311,466 |
| 1830 to 5 January 1840 - - - | 46,262,412 | 4,474,183 | 41,787,820 |
| 1840 to 5 January 1850 - - - | 51,970,886 | 5,885,380 | 48,016,477 |
| 1850-60 to 31 March 1860 - - | 81,386,845 | 8,640,204 | 62,846,641 |
| 1860-70 to 31 March 1870 - - | 66,600,612 | 10,229,866 | 65,570,944 |
| 1870-80 to 31 March 1880 - - | 62,780,676 | 17,182,662 | 52,577,916 |
| 1880-90 to 31 March 1890 - - | 84,651,809 | 24,246,602 | 60,366,307 |

APPENDIX—PART IV.

POPULATION.

| Census of 5th April. | Great Britain. | Ireland. | United Kingdom. | Ireland. Per Cent. of United Kingdom. |
|----------------------|----------------|-----------|-----------------|---------------------------------------|
| 1821 - - - - - | 14,091,757 | 6,891,827 | 20,983,584 | 32½ |
| 1831 - - - - - | 18,381,153 | 7,787,401 | 26,168,554 | 32 |
| 1841 - - - - - | 18,564,322 | 8,178,126 | 26,742,448 | 31 |
| 1851 - - - - - | 24,612,321 | 6,274,276 | 30,886,597 | 24 |
| 1861 - - - - - | 25,128,518 | 3,798,967 | 28,927,485 | 20 |
| 1871 - - - - - | 26,672,264 | 3,412,977 | 31,085,241 | 17 |
| 1881 - - - - - | 29,710,012 | 3,174,805 | 32,884,817 | 15 |
| 1891 - - - - - | 33,628,172 | 4,704,759 | 38,332,931 | 12½ |

The foregoing figures have been applied to the corresponding years of account discussed in the memorandum, i.e. the figures of 5th April 1821 to the financial year ended 5th January 1820, and so forth. In strictness the date at which the population should have been taken for the year ended 5th January 1820 should have been 5th July 1819, and so forth, down to the year ended 5th January 1850; for the year ended 31st March 1860 the date should have been 30th September 1859, and similarly in later years. But for the earlier portion of the period no estimate is available of the population at dates other than those of the actual Census; while even for the later portion such an estimate can only be conjectural. For these reasons it has seemed best to adopt in the present memorandum the actual Census figures, though not corresponding strictly with the financial years dealt with. The error due to the adoption of this course cannot be material in any case.

IMPERIAL REVENUE (COLLECTION AND
EXPENDITURE)

—

NOTE of Memorandum by the Treasury on the subject of (1) the Amount contributed, or for or not its contribution, by the Government of Great Britain and Ireland respectively to the Revenue collected by Imperial Customs at Harbours under the Union of the British and Irish Kingdoms; (2) the Expenditure out of the Amount so contributed upon Naval Services in Great Britain and Ireland respectively; (3) the Expenditure out of the Amount so contributed on Imperial Services.

(By *Joseph A. Pease*.)

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